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GLENN COUNTY

AND CITIES OF ORLAND & WILLOWS

unit of the

TRI-COUNTY AREA PLANNING COUNCIL

GENERAL PLAN

ELEMENTS:

land use, open space, conservation

1974

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September, 1974

The Honorable Board of Supervisors
County of Glenn, and,

City Councils of Willows and Orland

County planning Glenn Co.
City " Willows
" " Orland

Gentlemen:

We are pleased to transmit herewith this reprint of your General Plan elements of Land Use, Open Space, and Conservation, which were prepared under your 1971-1972 joint Planning program, and which were adopted as follows:

Glenn County Board of Supervisors: August 15, 1972.

City Council, City of Willows: May 14, 1973.

City Council, City of Orland: June 11, 1973.

This report, together with the following reports, constitutes your total General Plan and the elements which are currently required by law.

1. Glenn County Unit of the Tri-County Area General Plan 1974: Safety, Seismic Safety, Noise, and Scenic Highways elements.

2. The General Plan of Glenn County, 1970: *Land Use, Circulation, *Housing, *Recreation, Public Services and Facilities.

3. Individual City General Plan elements of various dates.

*Land Use elements were revised by this report. Glenn County Housing and Recreation elements were revised in 1974.

Respectfully submitted,

James M. Campbell

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TRI-COUNTY PLANNING AREA - GENERAL PLAN ELEMENTS

I. INTRODUCTION

The Tri-County Planning Area, including the Counties of Tehama, Glenn and Colusa and their incorporated Cities, is located in the Northern Sacramento Valley of California.

This three county area is a portion of the ten county State Planning Region No. 2, as established by the California Council on Intergovernmental Relations.

Neither the Region No. 2 nor the Tri-County Area has been formally established by official action of the local jurisdictions involved. However, the Region has been operating as an informal planning coordination group for many years, and the Tri-County group has during the past year executed a Joint Exercise of Powers agreement, including all city and county jurisdictions, for purposes of undertaking area planning projects on a coordinated area-wide basis.

In consideration of the above, the various individual projects reported herein have been carefully coordinated as area plan units. Upon their adoption they have become the first parts of an area plan, to be formalized as such by their adoption by the Tri-County Area Planning Commission which is expected to be created during 1973.

This report covers individual jurisdiction projects completed during 1971-1972, as follows:

Counties of Tehama, Glenn and Colusa.

Cities of Red Bluff, Corning, Colusa and Williams.

Work Program:

Add General Plan Elements, OPEN SPACE and CONSERVATION.

General Plan revision as necessary for above.

II. THE GENERAL PLAN, DEVELOPMENT POLICIES

This plan is designed to serve as a "comprehensive, long-term plan for the physical development of the planning area", as directed by law.

Factors considered in its preparation included physical features of topography, geology, soils, vegetative cover and land tolerance to disturbance; natural resources in water, timber, minerals, scenic and recreational resources; existing land uses, land ownerships and parcel sizes, population density and distribution; urban patterns, public services and facilities, and projections based thereon.

Coordination of various agencies plans, and wide public participation in plan preparation were desirable program objectives. The former was most successful, with fine response from numerous Federal, State and local agencies and resulting close coordination of plans and proposals. Public participation was minimal in spite of publicity and public notice.

Plan development policies included serious attempts to conform to State law directives and definitions during a working period which corresponded with a State Legislative period of drastic changes, revisions, contradictions and general confusion in planning law. It is anticipated that minor plan revisions which may be necessary from the foregoing conditions may be accomplished during the approved area planning program for the 1972-1973 fiscal year period.

Although the plan was developed as a General, comprehensive, long-term plan, designed to provide clear options for required zoning consistency, it proposed that administration policy include periodic review, and revision as necessary to maintain its legal status.

III. PLAN OBJECTIVES , PRINCIPLES AND STANDARDS

A. Objectives of the Plan

Primary objective of the plan is to provide a useful and effective guide for area growth and development which will best utilize area resources and potentials to produce the best possible future for the area and its people.

Plan objective are:

1. To preserve, protect and where appropriate, promote the development of natural resources in water, minerals, timber and soils resources.

2. To protect, and carefully develop where appropriate, the varied resources for public recreation in scenic and historical areas, hunting and fishing areas, lakes and waterways, forests and wilderness, and urban open spaces.

3. To strengthen the area economy through expanded commercial and industrial activity, protection and expansion of agriculture and forestry and increased local processing of their raw materials,

4. To provide for adequate housing for all elements of the population, present and future.

5. To encourage major State and Federal water development, transportation, and other projects which will assist in the accomplishment of the foregoing.

6. To provide and maintain rural and urban services and facilities of high quality for adequate health, safety and comfort, and educational, cultural and recreational facilities for the public benefit and enjoyment.

7. To point the way, and stimulate follow-up action as may be necessary for the accomplishment of various of the above objectives.

B. Principles of Plan Administration

The General Plan consists of required and optional Elements which are complementary and substantially uniform throughout the planning area. Its development methods and policies were similar for all member jurisdictions, and, in order to best serve its intended purpose, principles for its use and application should also be similar in all jurisdictions, as follows:

1. The Plan has sufficient definition and detail to be used as a positive guide for land use and development, but is to be used as a plan which contains flexibility to the extent the Planning Commissions and legislative bodies may, by the adoption of written policy statements based on the intent and purpose of the plan, further define and interpret plan features, develop criteria for findings of compatibility, and otherwise provide for orderly plan administration.

Also, the plan is designed to be flexible to the extent that its effectuation will result in large part from further and continuing detailed zoning and other studies, the preparation and adoption of Specific Plans, and the application of appropriate regulatory measures.

2. Specific Plans, as required by law, are anticipated as nebulous and presently unlocated land project and other major development area plans. They are to be prepared in most cases by the project proponents, and are to be carefully checked as to conformity with the General Plan. Since such projects may be proposed in most any land classification area, they must be considered in relation to need, suitability of site, adequate access,

utilities and services, and most important, compatibility with classification area uses and standards.

3. The Plan is to be considered as having sufficient flexibility to accommodate several sub-types of zoning within each land classification area, and such compatible zoning shall be considered consistent with the General Plan. Also, reasonably restrictive holding zones, and carefully developed zoning within "Transition" land classification areas, shall be deemed consistent. Such reasonable and workable flexibility is necessary to preserve the purpose of the long-term guide plan, and to prevent it from becoming a meaningless zoning duplicate.

4. The Plan anticipates that, within the more extensive land classification areas, small low-density subdivision and special service facilities in rural , agricultural or recreation regions may be found to be compatible, and appropriate zoning for such uses may be found consistent.

5. Planned Development Zoning is suggested as a means of best controlling land projects and special service facilities zoning situations. The applicants PD zone application plans may also constitute specific plans where such are required.

6. The Plan is long-term in character, and recognizes proposed or possible future projects of major importance such as reservoirs, canals, etc. Where such proposals are identified on the General Plan as "W-P" water development project land classification areas, it is intended that no incompatible land use be permitted until a current probability status finding is made and utilized as a determining factor.

7. The Plan clearly presents the required "Land Use", "Conservation", and "Open Space" Elements as individual elements, each containing several land classifications which are most appropriate to the particular element. However, because of the ever-changing character of the law, and the overlapping element descriptions in the law, it is necessary that the Planning Commission have the option to determine by written findings, in particular situations, that all or portions of various land classification areas are included in more than one plan Element. Lands which have, or qualify for "Agricultural Preserve" designation, may be typical of lands requiring double Element coverage.

State law guidance in such double coverage(Planning and Zoning Law), follows:

1. Land Use Element shall designate: lands for housing, business, industry, open space, agriculture, natural resources, recreation, scenic beauty---.

2. Conservation Element,---water, forests, soils, rivers, fisheries, wildlife, minerals, and other natural resources---, stream channels---watersheds---.

3. Open Space Element, natural resource land, agricultural land, recreation land, scenic land, watershed ;and, wildlife habitat---.

C. Standards for the Plan

1. LAND USE ELEMENT, Urban and Suburban Classifications:

a. "R-S", Residential-Suburban

This classification is applied to lands best suited to low density residential uses in suburban areas not served by both domestic water and sewer systems, and by various other urban services.

Appropriate uses are singe family residential and schools, parks, etc.

Density proposed is one family per acre minimum, or otherwise as approved by Health Department and per zoning.

Consistent zoning: R-1-A or R-1 plus B:40, etc.

b. "R-L", Residential-Low Density

This classification is applied to lands in urban areas where domestic water and sewer systems and other urban

services are, or may be made available.

Appropriate uses are single family and related schools, parks, etc.

Density proposed is from one family per acre to two-families per standard lot.

Consistent zoning: R-1-A, R-1, R-2.

c. "R-M", Residential-Medium Density

This is the medium density classification for multi-family or apartment uses in urban areas with full services.

Appropriate uses are group dwellings and apartments, and controlled professional, public and quasi-public uses.

Densities proposed range from three families per standard lot to maximum permitted by particular zoning.

Consistent zoning: R-3, R-4.

d. "C", Commercial

This classification is applied to a variety of land areas which are suitable for: central commercial areas, general or heavy commercial, highway service commercial or neighborhood commercial.

It is anticipated that some locations not shown on the Plan Maps may be found suitable for commercial uses in the future in specific plan developments, at freeway interchanges, in planned developments, in recreation, resort and rural service locations, etc.

Intensity of land development is to be in conformity with applicable zoning regulations.

Consistent zoning: C-1, C-2, C-3, C-L, C-H, etc.

e. "I", Industrial

This classification is applied to sizeable land areas suitable for industrial purposes, and having features and services necessary for such use.

It is anticipated that locations not shown on the Plan Map will be found to exist, or will be found in the future to be suitable for such use in urban areas, in future specific and planned development plans, and in extensive agricultural and forest classification areas where compatible.

Appropriate uses are those permitted in the pertinent zones which follow:

Consistent zoning: M-L, M-1, M-2.

f. "PS", Public Service

This classification is applied to the larger public, quasi-public or public utility sites which are used for public services such as schools and public buildings, corporation yards, fair grounds, water and sewer plants, power substations, etc. Large acreages in freeway rights of way and interchanges may also be included.

Consistent zoning: PF, Public Facility, when included in basic ordinance, and otherwise is recommended to be added by ordinance amendment. When "PF" is not available, other applicable zoning is consistent, P-A, etc.).

In some cases, combining classifications are used to signify combination uses, as follows:

"-O", Open Space.

"-H", Highway

"-R", Recreation

g. "UA", Urban Planning Area

This classification is used on Area or County General Plan Maps to identify areas which are City or urban town planning areas, and which are presented in detailed form on local planning area maps.

h. "LS", Local Service Center

This classification is used to identify smaller rural towns and service centers where there are clustered existing and anticipated future uses other than those proposed in the surrounding general classification areas. The "LS" uses may include combinations of residences, commercial, industrial and public service uses.

Consistent zoning: that which is pertinent to such uses.

i. "SP", Special Planning

This classification is applied to a variety of land areas which either have been, are being, or are proposed to be developed in conformity with planned development or other carefully prepared and closely supervised plans because of natural environmental or other factors requiring such planning and controls.

Appropriate uses in such areas are those expected in comprehensive planned development projects.

Consistent zoning: PD preferred, or otherwise zoning

closely matched to approved development plans.

J. "SP-I", Special Planning - Interim

This classification is applied to areas where it is found that the above "SP" approach to land development appears imperative, and where planned development or specific plan preparation in the future is to be required for reasons as above.

2. LAND USE ELEMENT, agricultural classifications.

a. "A-T", Agricultural - Transition

This classification is applied to lands adjacent to urban areas or other locations where a strong or scattered transition is occurring from agricultural uses to rural residential, suburban or spot urban uses.

Appropriate uses other than agricultural are to be determined on the basis of specific plans or precise zoning studies to maintain a changing but desirable land use pattern.

Density proposed is one family per 1 to 5 acres.

Minimum parcel size: 1 acre.

Consistent zoning = agricultural, and otherwise as approved per detailed plans and zoning studies.

b. "A-C", Agricultural-Composite

This classification is applied to lands which are found to have, or which may be developed to have characteristics within the following ranges:

1. Agricultural capability, existing or potential, to constitute a high production value economic unit on five plus acres.

2. Rural residential ranchette capabilities to provide pleasant rural living, limited animal husbandry, and family garden-orchard and/or supplementary agricultural products income.

Proposed uses are as indicated above in combination with compatible larger agricultural operations, and with open space and non-commercial recreational uses.

Density proposed: one family per 5 acres minimum.

Minimum parcel size: 5 acres.

Consistent zoning: R-1-A: B-200 Plus, A-2: B-200 plus, R-E: B-200 plus, etc.

c. "A-I", Agricultural-Intensive

This classification is applied, in general, to Class I and Class II soils, and otherwise to areas where the land is producing, or is capable of intensive crop production, and ideally should be protected for such continuing use.

Uses other than agricultural should not be permitted except for those which are found to be compatible and will provide a needed service.

Density proposed: one family per 20 acres.

Minimum parcel size: 20 acres.

Consistent zoning: A-2, -AP, E-A, etc.

d. "A-G", Agricultural-General

This classification is applied to valley and foothill Class III and Class IV soils areas which appear best suited for grazing and varied agricultural uses.

Proposed uses are, primary: agricultural; secondary: forestry, mining, non-intensive recreation, and commercial recreation, resorts and service per finding of compatibility and special zoning.

Density proposed: one family per 40 acres.

Minimum parcel size: 40 acres.

Consistent zoning: A-2, A-P, ALR, U-A, E-A, etc.

e. "A-U", Agricultural-Upland

This classification is applied to foothill areas where soils are rated fair to poor, are generally suitable for grazing on natural grasses but not for cultivated crop production. These lands usually have some natural timber and/or brush cover.

Proposed uses are, primary: grazing and pasturage; secondary: forestry, mining, non-intensive recreation, and compatible related and service uses per special findings and appropriate zoning.

Density proposed: One family per 40-100 acres.

Minimum parcel size: 40 acres.

Consistent zoning: U-A, A-P, A-2, ALR, U-A, E-A, etc.

f. "A-M", Agricultural-Marginal

This classification is applied to valley or foothill lands of generally poor soils, and which may include various combinations of shallow soils, rock outcroppings, lava flows,

impervious clays, and erosion, ponding and other such problems.

Proposed uses are grazing, non-intensive agriculture and recreation, forestry, mining and related uses. Rural subdivisions and service uses may be found to be compatible subject to appropriate zoning.

Density proposed: one family per 40 acres.

Minimum parcel size: 40 acres.

Consistent zoning: A-2, A-P, ALR, E-A, U-C, etc.

3. LAND USE ELEMENT: Waste Disposal Facilities, Flood areas.

State law requires that the Land Use Element designate solid and liquid waste disposal faciltites, and that it identify areas which are subject to flooding.

Since waste disposal is a primary part of the detailed Public Services and Facilities Element, to which reference is hereby made, the Land Use Element map designates sewage treatment facility sites by the reference symbol "(S)", and solid waste disposal facility sites by the reference symbol "(D)".

Since most areas which are subject to substantial flooding are identified as Designated Floodway classification areas in the Conservation Element, other more minor flood areas are identified by the symbol "(F)" on the Land Use Element map.

4. OPEN SPACE ELEMENT

a. "O-W", Open-Wilderness

This classification is applied to lands which are, or which are proposed to be, included in Wilderness areas within National Forests. These are true open space lands in public ownership, protected and regulated to maintain natural environmental features.

Uses are strictly controlled by the Forest Service.

Consistent zoning: O-S, P-F, P-A, etc.

b. "O-F", Open-Forest

This classification is applied to forest lands, generally within National Forests and mostly in Forest ownership, and which are classified as General Forest in Forest Service Plans.

Uses proposed are forestry and sustained yield timber production, grazing, mining and passive recreation, and residential, resort and commercial recreation uses under appropriate controls and zoning.

Consistent zoning: U-F, O-S, A-2, A-P, P-F, P-A, etc.

c. "O-R", Open-Recreation

This classification is applied to a variety of public recreation lands, including National, State and locals parks and recreation areas, game and wildlife refuges, portions of fair grounds, school sites and airports, public and private golf courses, etc.

Uses proposed are public, quasi-public and private recreation uses, either exclusively or in combination with compatible combination uses.

Regulations proposed are those which will fully protect and maintain the open and recreational character, and the natural environmental values.

Consistent zoning: O-S, P-F, A-2, A-P, P-A, etc.

d. "O-WS", Open-Watershed

This classification is applied to watershed lands in foothill and mountain areas with varied timber, brush and grass cover, which have essentail watershed values which require protective measures with respect to erosion, wildfire and other such hazards, and in which wildlife habitat improvement and game protection measures are necessary.

Uses proposed are grazing, timber production, mining, passive recreation. Residential, commercial recreation and service uses require careful control on compatibility findings, and appropriate zoning.

Density proposed: one family per 40 acres.

Minimum parcel size, 40 acres.

Consistent zoning: U-A, A-2, O-S, A-P, E-A, U-C, etc.

5. CONSERVATION ELEMENT

a. "GF" General Forest

This classification is applied to lands most of which are within National Forests and in Forest ownership, but which also include substantial private ownerships within and adjacent to Forest boundaries.

Uses proposed are those of Forest Service General Forest plans, and residential, commercial recreation and service uses on private lands subject to compatibility findings and appropriate zoning.

Proposed regulations: those necessary to protect resources in timber, watershed values, wildlife, and natural environmental features.

Density proposed: one family per 40 acres.

Minimum parcel size: 40 acres.

Consistent zoning: A-F, A-2, A-P, U-F, U-C, etc.

b. "WP", Water Project

This classification is applied to the sites of proposed or possible future water development projects which may have major impact on adjacent land uses, and involve a substantial public interest.

Uses proposed are those appropriate to the particular site area, such as agricultural, forestry, mining and passive recreation.

Proposed regulations: those necessary to protect the intended project purposes of the site, and with restrictions against subdivision or major developments inconsistent with the classification unless or until a current project probability status finding of a negative nature is made by the Planning Commission.

Density proposed: one family per 40 acres.

Minimum parcel size: 40 acres, or otherwise as consistent with adjacent classification standards.

Consistent zoning: A-2, U-F, U-A, AP, E-A, U-C, etc.

c. "DF", Designated Floodway

This classification is applied to lands and waterways which have been delineated on filed or recorded maps by The Reclamation Board in accordance with provisions of State law, and which are subject to restrictions of such State law.

Uses permitted, and regulations and densities proposed are as provided in said State law.

Consistent zoning: DF, PF, SF, F-W, -FP, etc.

IV. ACTION PROGRAM, OPEN SPACE ELEMENT

Specific programs to implement the Open Space Element of the General Plan are as follows:

1. To continue close cooperation with Federal agencies in protecting, and carefully planning and regulating uses and developments within and adjacent to National Forests, including Wilderness Areas, and National Parks, Bureau of Land Management lands, reservoirs and water project sites of the Bureau of Reclamation and U.S. Army Corps of Engineers, National game and wildfowl refuges, U.S. Fish and Wildlife project sites, etc.

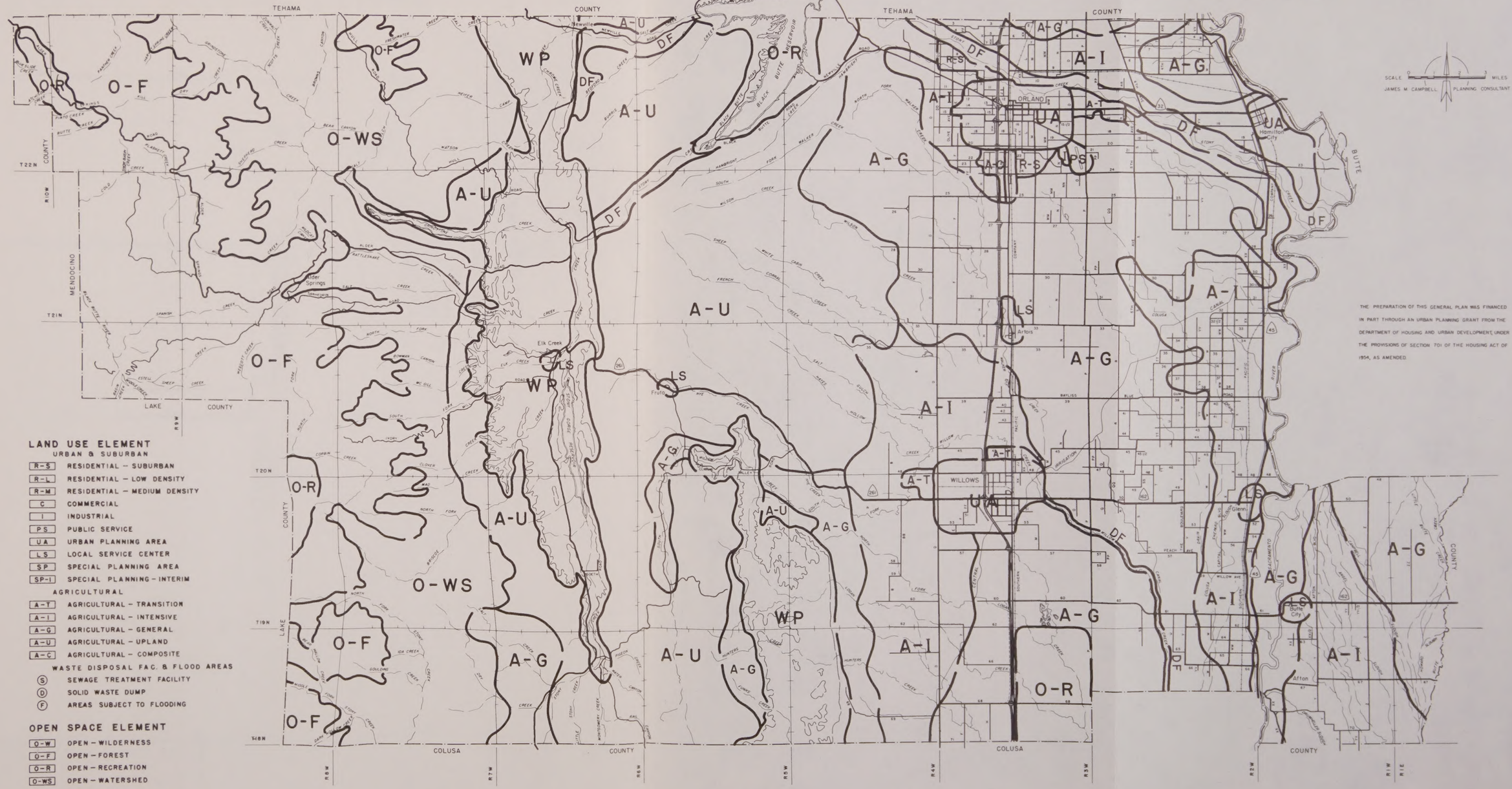
2. To continue similar cooperative action with State agencies with respect to recreation site acquisition and development, game habitat protection and improvement, watershed erosion and wildfire prevention and protection.

3. To give careful consideration to the protection of natural scenic resources and environmental assets in all future major public and private development planning.

4. To provide all reasonable protection and encouragement to the preservation of agricultural soils and continued agricultural use of suitable soils.

5. To continue and further activate programs for the provision of urban area parks and open spaces in future subdivisions and land projects, and to stimulate local open space programs in urban areas.

TRI-COUNTY PLANNING AREA
GLENN COUNTY UNIT



SCALE 0 1 2 MILES
JAMES M. CAMPBELL PLANNING CONSULTANT

THE PREPARATION OF THIS GENERAL PLAN WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

LAND USE ELEMENT

URBAN & SUBURBAN

- R-S RESIDENTIAL – SUBURBAN
- R-L RESIDENTIAL – LOW DENSITY
- R-M RESIDENTIAL – MEDIUM DENSITY
- C COMMERCIAL
- I INDUSTRIAL
- PS PUBLIC SERVICE
- UA URBAN PLANNING AREA
- LS LOCAL SERVICE CENTER
- SP SPECIAL PLANNING AREA
- SP-I SPECIAL PLANNING – INTERIM

AGRICULTURAL

- A-T AGRICULTURAL – TRANSITION
- A-I AGRICULTURAL – INTENSIVE
- A-G AGRICULTURAL – GENERAL
- A-U AGRICULTURAL – UPLAND
- A-C AGRICULTURAL – COMPOSITE

WASTE DISPOSAL FAC. & FLOOD AREAS

- (S) SEWAGE TREATMENT FACILITY
- (D) SOLID WASTE DUMP
- (F) AREAS SUBJECT TO FLOODING

OPEN SPACE ELEMENT

- O-W OPEN – WILDERNESS
- O-F OPEN – FOREST
- O-R OPEN – RECREATION
- O-WS OPEN – WATERSHED

CONSERVATION ELEMENT

- GF GENERAL FOREST
- WP WATER PROJECT
- DF DESIGNATED FLOODWAY

GLENN COUNTY PLANNING PROJECT

GENERAL PLAN ELEMENTS
LAND USE, OPEN SPACE, CONSERVATION

APPROVED BY PLANNING COMMISSION _____ 1972
SECRETARY

ADOPTED BY BOARD OF SUPERVISORS _____ 1972
COUNTY CLERK

WILLOWS AREA

GENERAL PLAN ELEMENTS

LAND USE ELEMENT

URBAN & SUBURBAN

- R-S RESIDENTIAL - SUBURBAN
- R-L RESIDENTIAL - LOW DENSITY
- R-M RESIDENTIAL - MEDIUM DENSITY
- R-H RESIDENTIAL - HIGH DENSITY
- C COMMERCIAL
- I INDUSTRIAL
- PS PUBLIC SERVICE
- SP SPECIAL PLANNING AREA
- SP-I SPECIAL PLANNING - INTERIM

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- A-G AGRICULTURAL - GENERAL

WASTE DISPOSAL FACILITIES

- S SEWAGE TREATMENT FACILITY
- D SOLID WASTE DUMP

OPEN SPACE ELEMENT

- O-R OPEN - RECREATION

CONSERVATION ELEMENT

- DF DESIGNATED FLOODWAY

SCALE 0 400 800 1200 FEET

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GLENN COUNTY UNIT

TRI-COUNTY PLANNING AREA

ORLAND AREA

GENERAL PLAN ELEMENTS

LAND USE ELEMENT

URBAN & SUBURBAN

- R-S RESIDENTIAL - SUBURBAN
- R-L RESIDENTIAL - LOW DENSITY
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